

## Message Text

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TO AMEMBASSY BERLIN

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C O N F I D E N T I A L STATE 270202

FOLLOWING REPEAT MOSCOW 14504 ACTION SECSTATE 10 OCT

QUOTE

C O N F I D E N T I A L MOSCOW 14504

E.O. 11652: GDS

TAGS: PFOR,CSCE,UR,US

SUBJECT: CSCE IMPLEMENTATION: PRESENTATION TO SOVIET MFA

REF: SECTO 14005

1. I PLAN TO MAKE PRESENTATION AUTHORIZED REFTEL TO KORNIYENKO NEXT TUESDAY AFTERNOON AND LEAVE WITH HIM NON-PAPER ENCOMPASSING PRINCIPAL POINTS. DEPARTMENT SUGGESTIONS AND RECOMMENDATIONS FOR ADDITIONAL POINTS WHICH MIGHT BE APPROPRIATELY RAISED IN THIS CONTEXT, AS WELL AS COMMENTS ON OUR PROPOSED NON-PAPER, WOULD BE APPRECIATED BY OPENING OF BUSINESS IN MOSCOW TUESDAY, OCT 14. TEXT OF DRAFT NON-PAPER FOLLOWS.

2. BEGIN TEXT. WE ARE IN FULL AGREEMENT WITH VARIOUS STATEMENTS BY SOVIET LEADERS POINTING OUT THAT THE CONCLUSION  
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OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE AT

THE SUMMIT AND THE SIGNATURE OF THE FINAL ACT IN HELSINKI WERE SIGNIFICANT EVENTS IN INTERNATIONAL RELATIONS AND, IN PARTICULAR, IN RELATIONS BETWEEN OUR TWO COUNTRIES. THEY REFLECTED THE VERY SIGNIFICANT PROGRESS MADE IN RECENT YEARS TOWARD REDUCING INTERNATIONAL TENSIONS, AND THIS PROGRESS WOULD NOT HAVE BEEN POSSIBLE WITHOUT OUR MUTUAL COMMITMENT AND EFFORTS IN THIS DIRECTION.

THE HELSINKI FINAL ACT REGISTERS THE INTENTION OF THE PARTICIPATING STATES TO PROCEED FURTHER ALONG THEIR PATH, AND IT SETS FORTH CRITERIA AGAINST WHICH THEY CAN JUDGE WHETHER FURTHER PROGRESS IS IN FACT BEING MADE. OUR TWO COUNTRIES, BY MUTUAL CONSULTATION AND MUTUALLY BENEFICIAL EFFORTS, CAN FURNISH EXAMPLES WHICH WILL ENCOURAGE ALL THE STATES PARTICIPATING IN THE CONFERENCE TO CONTINUE THEIR EFFORTS TO ENSURE SECURITY AND DEVELOP COOPERATION IN EUROPE.

SUCH EXAMPLES ARE ALREADY AVAILABLE. WE ARE GRATIFIED BY THE UNDERSTANDING RECENTLY REACHED CONCERNING MULTIPLE-ENTRY AND MULTIPLE-EXIT VISAS FOR RESIDENT CORRESPONDENTS AND THEIR FAMILIES, AND BY THE RECENT POSITIVE RESOLUTION OF A NUMBER OF CASES INVOLVING TRAVEL FOR THE PURPOSE OF REUNITING FAMILIES. SINCE THE SIGNATURE OF THE FINAL ACT, THEREFORE, WE HAVE DEMONSTRATED THAT PROGRESS IS NOT ONLY POSSIBLE, BUT HAS TO SOME EXTENT BEEN ACHIEVED. THIS DEMONSTRATION IS CLEARLY TO THE BENEFIT OF BOTH COUNTRIES, WE BELIEVE, AS PUBLIC TESTIMONY TO THE RELEVANCE OF THE FINAL ACT TO CURRENT PROBLEMS BOTH SIDES CONSIDER IMPORTANT AND TO THE SERIOUSNESS WITH WHICH THEY REGARD CONTINUED IMPROVEMENT OF PRODUCTIVE U.S. RELATIONS AT ALL LEVELS. IT IS OUR HOPE THAT OUR TWO SIDES CAN CONTINUE TO FURNISH SUCH EXAMPLES, IN THESE AND OTHER AREAS.

WE WOULD HOPE TO CONFER WITH THE SOVIET SIDE ON A REGULAR BASIS CONCERNING FULFILLMENT OF THE PROVISIONS OF THE HELSINKI FINAL ACT, WITH A VIEW TO MAINTAINING THE FAVORABLE IMPETUS TO IMPROVED RELATIONS AMONG PARTICIPATING STATES WHICH IT PROVIDED. IN THIS INITIAL PRESENTATION, WE WOULD LIKE TO SET FORTH SOME GENERAL VIEWS AND TO IDENTIFY SOME AREAS OF MUTUAL INTEREST WHERE WE BELIEVE SIGNIFICANT PROGRESS COULD BE MADE IN THE NEAR FUTURE.

WE ARE REVIEWING THE FINAL ACT IN ORDER TO DETERMINE THE STEPS WE MUST TAKE TO COMPLY WITH ALL ITS ASPECTS.  
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THUS, WE ARE STUDYING BOTH THOSE PROVISIONS WHICH CALL FOR FURTHER DISCUSSION OR AGREEMENT AMONG PARTICIPANTS IN ORDER TO ACHIEVE THEIR FULL EFFECT AND THOSE PROVISIONS WHICH ARE ALREADY IN EFFECT OR REQUIRE ONLY APPROPRIATE UNILATERAL DECISIONS BY GOVERNMENTS TO TAKE EFFECT. THIS STUDY IS STILL UNDERWAY. HOWEVER, IT IS OUR PRELIMINARY VIEW THAT THE GREAT MAJORITY OF FINAL ACT PROVISIONS NEED NOT BE FURTHER DISCUSSED AMONG GOVERNMENTS

IN ORDER TO TAKE EFFECT. AT THE SAME TIME, WE ARE INTERESTED IN WORKING TOGETHER WITH THE SOVIET SIDE TO ACHIEVE PROGRESS IN ALL AREAS COVERED BY FINAL ACT PROVISIONS, WITHOUT EXCEPTION.

CERTAIN AREAS SEEM TO US TO PROVIDE PARTICULARLY APPROPRIATE FIELDS FOR FRUITFUL DISCUSSION OF FORWARD STEPS WHICH WOULD BE OF MUTUAL BENEFIT TO BOTH SIDES. WE WOULD ALSO WELCOME SUGGESTIONS FROM THE SOVIET SIDE REGARDING SIMILARLY PROMISING AREAS. THE FOLLOWING TOPICS THEREFORE BY NO MEANS CONSTITUTE AN EXCLUSIVE LIST.

THE FINAL ACT DEVOTES AN EXTENSIVE SECTION TO REUNIFICATION OF FAMILIES, AND THERE IS PERHAPS NO OTHER TOPIC WHICH AWAKENS SUCH INTEREST ON THE PART OF AMERICAN PUBLIC OPINION AND WHERE PROGRESS WOULD BE SO MUCH IN KEEPING WITH THE FINAL ACT'S HUMANITARIAN SPIRIT AND GOALS. AS THE SOVIET SIDE IS AWARE, WE HAVE PERIODICALLY CALLED ATTENTION TO OPPORTUNITIES FOR PROGRESS IN THIS AREA BY SUBMITTING LISTS OF FAMILY REUNIFICATION CASES INVOLVING U.S. CITIZENS, MOST RECENTLY ON AUGUST 18. THE FINAL ACT GIVES SOLEMN PUBLIC FORM TO EACH PARTICIPATING STATE'S COMMITMENT TO DEAL WITH SUCH CASES IN A POSITIVE AND HUMANITARIAN MANNER. IT SHOULD, WE BELIEVE, GIVE A FAVORABLE IMPETUS TO FURTHER ACHIEVEMENTS IN THIS IMPORTANT FIELD.14504

BY MAKING SIMILAR PROVISIONS FOR CASES INVOLVING PERSONS WHO HAVE DECIDED TO MARRY A CITIZEN OF ANOTHER PARTICIPATING STATE, THE FINAL ACT ALSO RECOGNIZES MARRIAGE AS AN IMPORTANT FAMILY TIE. THEREFORE, IT SHOULD IN OUR VIEW ALSO GIVE NEW IMPETUS TO POSITIVE RESOLUTION OF CASES INVOLVING THE MARRIAGE OF CITIZENS OF OUR TWO COUNTRIES.

EVEN BEFORE ADDRESSING FAMILY REUNIFICATION AND MARRIAGE, THE FINAL ACT REGISTERS THE COMMITMENT OF CONFIDENTIAL

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PARTICIPATING STATES TO CONSIDER APPLICATIONS FOR TRAVEL TO VISIT FAMILY MEMBERS FAVORABLY AND PROCESS THEM IN ACCORDANCE WITH CERTAIN BENEFICIAL PROCEDURES. FACILITATION OF OUTSTANDING REQUESTS TO VISIT RELATIVES WOULD THEREFORE SEEM PARTICULARLY APPROPRIATE IN LIGHT ON THE AGREEMENTS REACHED IN HELSINKI.

THE POSITIVE STEP WE HAVE TAKEN WITH REGARD TO RESIDENT CORRESPONDENTS AND THEIR FAMILIES ALSO MAKES IT APPROPRIATE TO IMPROVE WORKING CONDITIONS FOR ALL JOURNALISTS, AS PROVIDED BY THE FINAL ACT. IMPROVED WORKING CONDITIONS FOR JOURNALISTS ALONG THESE LINES WOULD CLEARLY BRING SIGNIFICANT MUTUAL BENEFITS.

AS THE SOVIET SIDE IS AWARE, STUDENTS AND BUSINESS MEN HAVE ALSO MADE ESSENTIAL CONTRIBUTIONS TO OUR IMPROVED RELATIONS, AND WE BELIEVE THAT CONTRIBUTION SHOULD BE

SECURED AND EXPANDED THROUGH IMPROVED LIVING AND WORKING CONDITIONS FOR THEM TOO, ESPECIALLY IN LIGHT OF THE FINAL ACT'S PROVISIONS CONCERNING WIDER TRAVEL FOR PERSONAL AND PROFESSIONAL REASONS. IN PARTICULAR, WE MIGHT WELL CONSIDER APPLYING TO STUDENTS AND BUSINESS MEN WHO RESIDE FOR EXTENDED PERIODS IN THE OTHER COUNTRY THE PROCEDURES WE HAVE RECENTLY ADOPTED CONCERNING RESIDENT JOURNALISTS.

WE THEREFORE PROPOSE DISCUSSION BETWEEN OUR TWO SIDES ON THESE TOPICS, AS WELL AS POSSIBLE TOPICS COVERED BY THE FINAL ACT WHICH THE SOVIET SIDE CONSIDERS PARTICULARLY PROMISING, IN THE RELATIVELY NEAR FUTURE. IN THIS CONNECTION, IT IS ALSO OUR INTENTION TO COME FORWARD WITH A DETAILED PRESENTATION OF OPPORTUNITIES FOR FURTHERHSTEPS IN THE INFORMATION, CULTURAL AND EDUCATIONAL FIELDS, TO WHICH THE CONFERENCE PARTICIPANTS DEVOTED SUCH EXTENSIVE AND FRUITFUL ATTENTION. END TEXT.

STOESSEL

UNQTE. KISSINGER

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